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9 August 1963

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UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT : Proposed Procedure for Reporting Implementation of PNIOs

REFERENCES: a. USIB-D-25.1/6, 13 June 1963
b. USIB-D-25.1/7, 8 July 1963
c. USIB-M-278, 10 July 1963, Item 3.c.
d. Memo for Holders of USIB-D-25.1/6, 9 August 1963

1. The attached report on the subject by the Special PNIO Review Committee is submitted for USIB consideration as a response to Reference c. which read as follows:

"c. Directed the PNIO Review Committee to report to USIB within a couple of weeks regarding the present practices of USIB committees relative to the implementation of the PNIOs, and to clarify the intent and purpose of its last recommendation in USIB-D-25.1/6."

2. The attachment hereto is scheduled for the Board's consideration, together with Reference d., as Item 3. on the Agenda of the 14 August USIB meeting.

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Executive Secretary *[Signature]*

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Attachment

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GROUP 1
Excluded from automatic
downgrading and
declassification

MEMORANDUM FOR:

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As other USIB ~~xxx~~ item on PNIO....

Suspense?

Circulate ~~as is?~~ *after approval*

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(DATE)

FORM NO. 101 REPLACES FORM 10-101
1 AUG 54 WHICH MAY BE USED.

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Attachment to
USIB-D-25.1/8
9 August 1963

Report by Special PNIO Review Committee
on
Proposed Procedure for Reporting Implementation of PNIOs
In Response to Item 3.c., USIB-M-278, 10 July 1963

I. The Task

1. The Special Committee was asked to make a report to USIB on two questions related to recommendation 21e in its report of June 13, 1963:

a. What effect upon the committees named in that paragraph, plus the Watch Committee, do the PNIOs have?

b. What more specifically did the Committee have in mind when it recommended that USIB direct these committees to report to it "the procedures adopted and actions taken or planned to discharge their responsibilities with respect to implementation" of the PNIOs?

II. The Committees

2. The Special Committee considered reports on the committees prepared by a working group appointed by the Chairman. As expected, the positions of the committees varied widely. The Watch Committee is least concerned with PNIOs because its frame of reference is and always has been clearly focussed on the one early warning objective. The IPC, on the other hand, does find some guidance in PNIOs, while the SIGINT Committee finds guidance and would like to find more.

3. Since the committees were thinking in terms of the old PNIOs, which the USIB found wanting and which this Committee was set up

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to reform, it is not surprising that the interest of the committees was in general tepid to cold. What is significant is that in one way or another most of the committees, though they claimed to be well immersed in current and operational requirements, also indicated a sense of some isolation and a need for guidance.

4. The Special Committee concludes that the new proposed PNIO system will, though not a cure-all, provide a welcome instrument of substantive guidance, while the proposed system of reporting will open up additional opportunities for the committees to submit their problems to USIB and thus to secure operational guidance which will make them more effective.

III. The Reports

5. The Special Committee's intention in its last recommendation contemplated three stages of action:

a. Upon approving each annual list of PNIOs and each Quarterly Supplement, the USIB would direct the several committees to report by a certain date - perhaps within 30 days - to USIB what was being done to meet the priority problems identified in those documents.

b. The committees would within the given time period report back

(1) the part they felt they could play in accordance with their terms of reference;

(2) what they were actually doing;

(3) what problems they were encountering in this process of implementation.

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c. A central staff would take all these reports, analyze them, and digest them in a form suitable for discussion by USIB.

A word about each of these stages

6. The question of what USIB should direct the committees to do was recognized by the Special Committee to be very different between the first occasion and subsequent occasions.

a. In the future, after the first set of PNIOs which is now before USIB, the committees' reports will concern themselves chiefly with changes between new PNIOs and the preceding ones. This job should be relatively easy and brief.

b. Now, in reporting on action under the set of PNIOs presently before the USIB, the reporters have a more difficult problem. Taken in full, the PNIOs cover a fairly broad field, and could be made to include large areas of almost anyone's program. This Committee recommends that this time the USIB directive specify that the committees report only on the extra and unusual efforts - beyond normal coverage - which they are making on priority aspects of the PNIO subjects which fall within their areas of responsibility.

7. The reports should, of course, be brief. Normally the objective is for the reporters to state what they should do, what they can do and are doing, what impediments they experience.

8. The staff would be called upon for the purely staff function of preparing the most useful material for USIB consideration. The Special Committee expects that the staff would

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a. Prepare and distribute terms of reference sufficient to make the finished reports comparable.

b. Prepare a covering report to USIB that would facilitate understanding of the total picture. The Committee contemplates that this covering report might select and rearrange the important material from the reports, grouping the facts under the heads of the different PNIOs so that USIB could at a glance see what was being done under each Objective.

c. Include the staff's own observations to clarify or emphasize for USIB the meaning of the total picture represented by the reports.

d. Give USIB copies of the original committee reports.

The staff in question could be the DCI Coordination Staff or some other arrangement could be devised.

9. It was with the purpose of providing USIB and the DCI more systematic information on the use being made of the PNIOs that the Special Committee suggested periodic reports to USIB. Hitherto the USIB has directed relatively little specific attention to the problems of coordinating the allocation of resources for the solution of intelligence problems. The Special Committee feels that the above reporting procedures would give USIB the wherewithal to assure itself that the PNIOs were being implemented. USIB could then take action to correct faults, give aid, or resolve problems in the collection and production of intelligence. At the same time, however, the Special Committee points out that the reports called for above apply

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only to limited -- though important -- areas of community activity; to make proposals for the comprehensive coordination of the entire field of intelligence community activities lies far beyond this Committee's responsibility and capability.

IV. Recommendation

10. The Special PNIO Review Committee submits the following recommendation to USIB as a substitute for Recommendation e. on page 2 of the attachment and page 12 of the enclosure to USIB-D-25.1/6:

"e. Request the USIB committees concerned (EIC, GMAIC, JAEIC, SIC, COMOR, IPC, SIGINT and CCPC) to report to the USIB major modifications in procedures adopted and significant changes in actions taken or planned to discharge their responsibilities with respect to the implementation of DCID No. 1/3 pursuant to their respective Charters, as soon as feasible following the issuance of each new DCID and quarterly supplement. To assist in consideration of these reports, it is suggested that USIB designate an appropriate staff organization which would, in consultation with USIB member agencies and the committees concerned:

(1) Develop instructions for the preparation of the requested committee reports, in order to make them generally comparable and compatible.

(2) Prepare a covering report to USIB that would facilitate Board action on the committee reports by summarizing, rearranging and highlighting the important material and by making any additional observations for USIB consideration.

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(3) Study and report to USIB as to the advisability of requesting supplementary reports from any of the USIB member agencies, beyond the reports submitted by the committees."

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